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**REPORT
of
THE GRADE 13 STUDY COMMITTEE, 1964**



**Submitted to
The Honourable William G. Davis
Minister of Education
June 26, 1964.**



"NOW IS THE TIME TO ACT"

"To implement the recommendations in the Report will require a gigantic effort by all parties concerned and not least by the people of Ontario . . .

The climate of opinion is favourable . . and there are special circumstances which suggest that now is the time to act.

What is needed is a vigorous, cooperative drive forward from the present position to the recommended ideal solution."

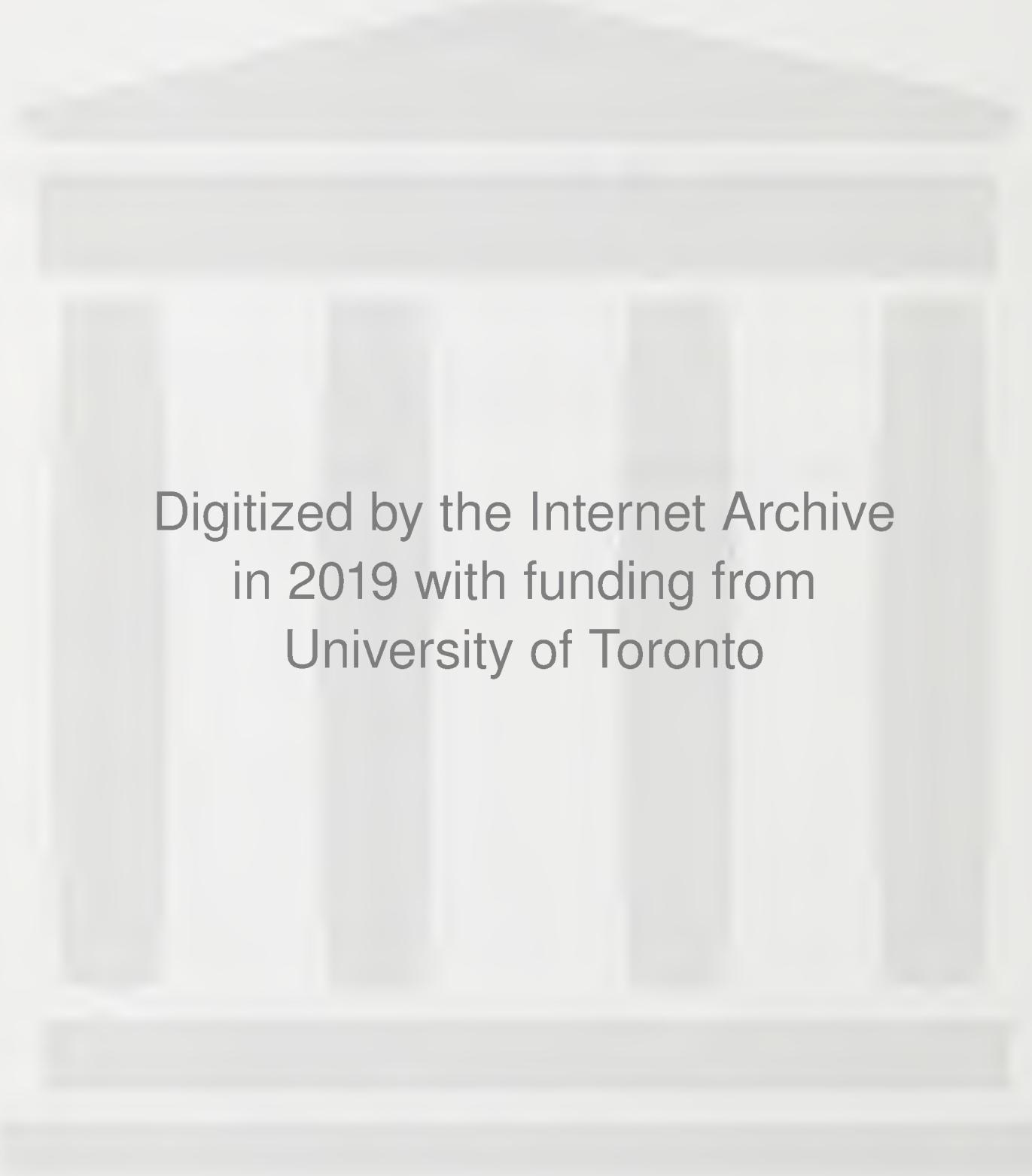


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The Grade 13 Study Committee, 1964

Terms of Reference

1. The Committee is asked to inquire into and report upon the nature and function of the Grade 13 year in the Ontario educational system, particularly in the light of opinions expressed frequently by responsible persons that, despite the fact that much can be said in its favour,
 - (a) Grade 13 is a cram year with too much emphasis upon the memorization of factual information and upon preparation for the final Departmental examination;
 - (b) the year should provide a richer educational experience than it does for all students, whether they propose to go either to universities and other institutions of higher learning or directly to some form of employment; and
 - (c) the year should be a better liaison between the school programme and the programmes of the universities and other institutions of higher learning.
2. While it is not intended to restrict the Committee's authority to look into any matter which it considers relevant, to the extent permitted by the time available, the members are asked to keep in mind that the following programmes have been initiated, after considerable study in each case:
 - (a) the Reorganized Programme in the Secondary Schools;
 - (b) the curriculum revision programme in most subjects in all grades; and
 - (c) the progressive reduction in the number of Grade 13 papers to be written by each candidate, through the replacement, in several subjects, of two papers by a single paper and of three papers by two in Mathematics.
3. Specifically, if the situation as outlined in section 1 is found to exist, the Committee is asked to recommend for the Minister's consideration,
 - (a) changes which might be made immediately to improve the situation;
 - (b) an ideal solution for the problems presented by the situation; and
 - (c) successive steps which might be taken to implement the ideal solution, including means of determining whether the candidates concerned have met satisfactory standards for (i) graduation from secondary school, and (ii) admission to universities and other institutions of higher learning.

TORONTO, February 5, 1964

Members of The Grade 13 Study Committee, 1964

- Mr. F. A. Hamilton, (Chairman)
Director of Education, Board of Education, Guelph.
- Mr. H. M. Beer,
Headmaster, Pickering College, Newmarket.
- Mr. D. J. Rousseau,
Principal, Kapuskasing District High School.
- Dr. C. A. Brown,
Registrar, Department of Education.
- Miss Mary A. Campbell,
Head of the English Department, Parkdale Collegiate Institute, Toronto.
- Mr. A. H. Dalzell,
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- Mrs. Elise Grossberg,
Chairman, Board of Education, Village of Forest Hill.
- Dr. R. S. Harris,
Acting Principal, University College, University of Toronto.
- Dr. R. W. B. Jackson,
Director, Department of Educational Research,
Ontario College of Education.
- Mr. J. F. Kinlin,
Assistant Superintendent, Curriculum and Text-Books Branch,
Department of Education.
- Mr. C. A. Mustard,
Superintendent of Teacher Education, Department of Education.
- Dr. G. E. Price,
Director of Education, Board of Education, Hamilton.
- Mr. L. W. Rentner,
Head of the Mathematics Department, Lisgar Collegiate Institute, Ottawa.
- Reverend M. P. Sheedy, C.S.B.,
Principal, St. Michael's College School, Toronto.
- Mr. J. R. Thomson,
Assistant Superintendent of Secondary Education,
Department of Education.
- Mr. L. W. Waddell,
Secretary, Ontario Secondary School Headmasters' Association.
- Professor E. A. Walker,
Department of English, Queen's University.

THE GRADE 13 STUDY COMMITTEE, 1964

Toronto, Ontario,
June 26, 1964.

Honourable William G. Davis,
Minister of Education,
44 Eglinton Avenue West,
Toronto 12, Ontario.

Dear Mr. Davis:

The Grade 13 Study Committee which you appointed in February last has found it necessary to interpret the terms of reference rather broadly. It was inevitable that a study of the place of the Grade 13 year in the Ontario educational system would lead to consideration of the necessity of providing better opportunities for continuing education beyond Grade 12 for all of our young people.

Consequently, you will find in the Report our recommendations not only for the replacement of Grade 13 by a better type of year, but also for the extension of continuing education to all who desire it, particularly those who are not going on to universities or other institutions of higher learning. Although there were no major differences of opinion among the members of the Committee regarding the weaknesses of Grade 13 and the principles that must be asserted to reform that year, there are still some differences regarding details. All members have signed the Report.

I have pleasure in submitting this Report to you. The members of the Committee have enjoyed their association with one another during the past months; they are grateful for the assistance which has been received from many sources; and most of all they appreciate the opportunity you have given them to make what they trust will be considered a worthwhile contribution to education in our Province.

Yours sincerely,

Fred A. Hamilton

Chairman.

FOREWORD

The Grade 13 Study Committee, 1964, was appointed by the Minister early in February, with the request that its report be submitted before the end of the current school year.

The Committee first met on Friday, February 21, 1964, and subsequently on sixteen occasions. In discussing the terms of reference the members agreed that while changes must be made to improve the existing situation and to relieve urgent pressures, their primary concern was "to provide a richer educational experience for all students". It was thought desirable that all those interested in education should be given an opportunity to express their views on the Grade 13 problem. Because of the limited time at the Committee's disposal, written briefs rather than oral presentations were invited. The request for information and opinion was conveyed through Departmental circulars and advertisements in forty-six newspapers throughout the Province. A questionnaire was sent to the principals of all secondary schools (both publicly and privately supported) and another to a representative sample of approximately 1600 Grade 13 students. Additional attention was drawn to the study by editorial comments in newspapers and by news items in various educational magazines.

Discussion of principles and of detailed recommendations occupied the major portion of the Committee's formal meetings; briefs and other relevant documents were studied by the members between meetings. Several favourable circumstances have made possible the submission of a Report within a reasonable time. The compilation of statistical material, including the projections of increasing numbers of students for the future, has made clear the need for both immediate and long-range changes, and has to some extent indicated the direction that these changes should take. Since the beginning of the Atkinson Study in 1956 the Grade 13 year has been under continuous investigation. A number of other studies have been conducted for the Minister and for the University Matriculation Board. Although these have been concerned mainly with examination problems, they have elicited valuable comments and suggestions from educators in all parts of the Province.

The 170 briefs and memoranda received in response to the Committee's invitation have been of great assistance. Although the members of the Committee were appointed as individuals and not as official representatives of groups and institutions, they have been aware of the trends of opinion among their colleagues. In the briefs and memoranda there appeared a reassuring consensus that helped the Committee to reach conclusions on general principles. Most frequent were complaints about the over-crowded content of the Grade 13 year, the emphasis on factual information rather than the exploration of ideas, the reliance

on one set of examinations as the gauge of a student's ability, and, arising from these examinations, a variety of other problems ranging from emotional strain to administrative burdens. All signs pointed to the need for some immediate relief and for significant and far-reaching reforms.

The briefs and memoranda, along with reports of earlier studies, provide an excellent record of current opinion on the final secondary school year. They will be made available for examination by other committees whose appointment is recommended in this report. Considering the evidence presented, the Committee believes that its recommendations will contribute substantially to the improvement of education in Ontario, and that they can be implemented in the stages suggested.

The Committee's first recommendations concern immediate changes to alleviate the pressures of the Grade 13 year. The successive steps leading to a better educational experience for all students require a longer period of time. The Grade 13 year is not a problem in isolation; it is part of a continuing process of formal education that begins in the elementary school and extends in some cases to the post-graduate level. The Committee realizes that careful planning is required to make changes in a structure as far-flung and complex as the Ontario educational system. Co-operation of the schools, the Department of Education, and the universities is necessary for the implementing of a sound programme; any recommendation for immediate sweeping changes might alienate the support that is needed.

University calendars outlining admission requirements for the coming academic year have already been distributed, applications have been submitted, and provisional admissions have been granted to many students on the basis of these requirements. A reduction in the number of subjects prescribed for university admission requires discussion and decision by many faculties in many universities.

The revision of secondary school courses of study also requires time and the co-operation of the Department of Education, schools, and universities. Significant changes in the Grade 13 year and in the methods of instruction will be successful only if principals and teachers understand fully the reasons for the changes and have time to prepare for a different approach. Many teachers are already making the Grade 13 year as rich an experience as existing schedules permit; others will require a period of preparation. Many of the more experienced teachers would welcome the privilege of identifying the students who were ready for universities and other institutions of higher learning; others would hesitate to accept the responsibility before the development of additional controls.

The public, too, needs a period of preparation for extensive changes. A considerable number of people in Ontario, including some actively engaged in education, believe that the present Grade 13 examinations, despite the emotional pressures they inevitably produce, are useful in assessing certain aspects of attainment, and in providing motivation for students and direction for teachers. Some of the parents who feel that the present system places too great a burden on their children would be unhappy if competitive admissions and scholarships were dependent upon judgments more subjective than those offered by external examinations.

With the ever-increasing number of Grade 13 students it would be impossible, even if it were desirable, to continue the present system of external examinations. The problem of numbers has already resulted in revised marking techniques and in procedures that

help to prepare for changes in the nature and handling of examinations. Recent experiments include the use of sample single experimental papers in French, Latin, and English, and a study of the validity of a writing mark in English given by the teacher for essays written during the school year.

When further changes are being made, it is important that time be taken to develop means of extending the co-operation between the universities and the schools. This co-operation will be necessary in assisting teachers to grasp the concept and meet the challenges of a richer year to replace the present Grade 13.

The Committee has chosen to present its recommendations in four sections. The first two indicate the course of action to provide relief for the two years 1964-5 and 1965-6. The third section suggests successive steps for the four-year period 1966-70, and the fourth proposes an appropriate committee organization to implement the recommendations.

The Report begins with a sketch of the historical background of the Grade 13 year and the examinations associated with it (Chapter 1.) This is followed by an analysis of the Grade 13 problem (Chapter 2), and an outline of the long-range solution which the Committee proposes (Chapter 3). Chapters 4, 5, 6, and 7 contain the Committee's recommendations. There is a brief conclusion which mentions areas not explored in this study.

Chapter 1

THE HISTORICAL BACKGROUND

The word system is not one that can properly be applied to the arrangements for secondary education in the Province of Ontario before the year 1871. There were of course state-supported District Public Schools, offering secondary school work, as early as 1808; and in 1853, when these schools were redesignated Grammar Schools, they were placed under the direct authority of the Department of Education, which was given the right to regulate their courses of study and "to exercise such other powers in their government and control as it possessed with respect to the common schools." But despite the issuance of courses of study and the appointment of grammar school inspectors, the Department's control for many years was haphazard rather than firm, chiefly because it did not have control over the financing of these schools. It was not until 1865 that municipalities were required to support the local grammar school by local taxes; in consequence the majority of grammar schools had to depend upon a legislative grant (which was never intended to be more than a supplement) and, in far greater measure, upon fees. The simplest way to increase revenue was to admit students who had not reached the level of secondary school work and who properly belonged in the common (or elementary) schools. Not only did this increase the number of fee-paying students but it increased the amount of the legislative grant, which was based on the number of students in attendance. This subterfuge kept the grammar schools alive but at the cost of a serious dilution of their educational programme.

Egerton Ryerson was well aware of the importance of secondary school education and of the inadequacies of the existing arrangements from the time of his appointment as Superintendent in 1844. But on the principle that first things must come first, he quite properly devoted the first twenty years of his superintendency to establishing the common schools on a sound and efficient basis and to providing adequate training for the common school teachers. By 1865 sufficient progress had been made in accomplishing these two tasks to permit him to turn his main attention to the establishment of sound secondary schools, and thus to round out his educational system. The years from 1865 to 1870 were spent in preparing An Act to Improve the Common and Grammar Schools of the Province of Ontario. This Act was passed in 1871. The years that remained to him before his retirement in 1876 were largely devoted to its implementation.

The 1871 Act was an attempt to solve two problems. The first was to free the common schools from the unnatural competition of the grammar schools by making a clear separation between the work of the two institutions. Elementary schooling was to be the exclusive province of the common schools, which henceforth would be called Public Schools. The High Schools, as the Grammar Schools henceforth were to be called, were not to accept students who had not completed the work of the Fourth Class, the final stage of the Public School; the job of the High School was to concentrate upon work at the secondary level. Nearly twenty years were to pass before this clear-cut demarcation applied universally throughout the Province, but by 1890 this first problem had been effectively solved.

The second problem is one with which we are still wrestling in 1964 -- how to provide in one institution a programme of studies designed to prepare for admission to a

university or to a learned profession the relatively small number in the age group who at any given time are likely to benefit from such a programme and, as well, programmes of study which are designed to provide a sound general education, with some vocational elements, for the much larger number of students for whom a university-type course is inappropriate.

Ryerson's solution was less a solution than an attempt to avoid the problem by creating two types of secondary school, the High School which would concentrate upon general education, and the Collegiate Institute, which would concentrate upon university preparation. But he was realist enough to know that such a scheme would be unacceptable in a democratic North America if proposed in quite such clear-cut form; and he therefore provided that the Latin, Greek, French, and German languages, subjects identified with university preparation, would be available in the High Schools for children "whose parents or guardians may desire it." It was clear, however, that the main function of the High School was to offer to both boys and girls "the higher branches of an English and Commercial Education, including the Natural Sciences and with special reference to Agriculture." In contrast, Greek and Latin were to be the staple of the Collegiate Institute; this latter institution was seen as the "proper link between the Public School and the University."

Even before Ryerson's retirement it was apparent that the solution was not going to work. The grant structure favoured the collegiate institute, with the result that every high school aspired to collegiate institute status. By 1883 there was nothing in the courses of study to distinguish the collegiate institute from the high school.

Nevertheless, the 1871 Act was an enormous step forward. For the first time the programme offered in the secondary school was not designed exclusively for those headed for university and the learned professions. In 1883 the General Course was being offered in the collegiate institutes as well as in the high schools. The provision of "an English and a Commercial Education" was recognized as a valid secondary school objective, quite as valid and quite as valuable in its own right as a knowledge of Cicero and Homer. The fact that many parents in 1883 and in subsequent years failed to recognize the value of a General Course for their children is beside the point. There are parents today who are equally unrealistic.

According to the 1871 Act the Council of Public Instruction was responsible for prescribing the courses of study to be followed in the High Schools and Collegiate Institutes. Their programmes for both the Classical and General Course were announced in a Circular issued in August 1871 and came into effect on January 1, 1872. There were four forms (or grades). In 1876, an amended High School programme divided the work of the four forms into Lower and Upper School. To move from the Lower School (Forms I and II) to the Upper School (Forms III and IV) it was necessary to pass the Intermediate Examination. The Upper School embraced junior matriculation (Form III) and senior matriculation (Form IV).

It is necessary at this point to comment briefly on the terms Junior and Senior Matriculation; they, too, are an Ontario invention. Matriculation is, of course, the word which has been used for centuries to denote qualifications for admission to the first year of a university course -- the matricula was the official register of the members of a university or college, and in it the student's name was inscribed at the time of his formal admission. There were matriculation examinations (usually oral) at Queen's and Victoria when they opened in 1841, at King's College, Toronto, when it opened in 1842, at the University of Toronto when it replaced King's College in 1850, and at Trinity when it was established in 1852. The

adjectives junior and senior first appeared in 1853 when the University of Toronto's B.A. course was changed from three years to four. The Matriculation Examination, also called Junior Matriculation, admitted the student to the first year of the new four-year course. Senior Matriculation, which was the direct equivalent of the First Year course, admitted the student to the second year of the same course. The candidate for senior matriculation could either present himself at the University in May, in which case he wrote the same examinations as the first-year student, or he could write comparable examinations in June "at such schools as comply with the statute of the Senate relating to its examination." For many years the terms junior and senior matriculation were used only with reference to the University of Toronto. The next occurrence is at Queen's in 1881-82, followed by Victoria in 1884-85. There is no reference to Senior Matriculation in the Calendars of Trinity until after Trinity entered into federation with the University of Toronto in 1904.

From the outset it was possible at the University of Toronto to obtain honours at matriculation by answering a certain number of questions which were based on texts additional to those prescribed for pass matriculation, and this applied to both junior and senior matriculation. This practice was also adopted at Queen's, Victoria, and Trinity in the late 1850's and early 1860's. Initially, matriculation with honours was simply a method of awarding scholarships, but with the gradual development of honour courses (as distinct from graduation with honours) first at Toronto in the late 1850's but also at Victoria (1861-62), Queen's (1862-63), and Trinity (1892-93), Junior Matriculation with Honours in particular subjects began to be required for admission to particular honours courses. This had the effect of producing two different sets of junior matriculation examinations -- Pass Matriculation and Honours Matriculation. Now it is important to recognize the distinction between Senior Matriculation and Junior Matriculation with Honours -- or Honours Matriculation as the latter increasingly came to be called. Senior Matriculation was always the equivalent of the First University Year, and it admitted normally to the second year of a Pass Course. Junior Matriculation always admitted to the First Year -- Pass Junior Matriculation to the Pass Course, Junior Matriculation with Honours to the Honour Courses. An illustration is perhaps in order. In 1891, when the recently established Joint (Matriculation) Board held its first joint examinations, two sets of papers were offered, one to be written by candidates for the Junior High School Leaving Certificate and by candidates for University Pass Matriculation, and a second to be written by candidates for the Senior High School Leaving Certificate and by candidates for University Honours Matriculation. Both of these refer to Junior Matriculation, and the students who wrote had been enrolled in Form III of the collegiates and high schools. The Senior matriculants, who were in Form IV, did not write these examinations .

Until this time the Ontario high school was organized in four forms and it can be assumed that a student normally spent one year in each form. A change came in 1895-96 when the Junior Matriculation Examinations were divided into two parts. Part I, which included Arithmetic and Mensuration, English Grammar and Rhetoric, Physics, and History was to be written at a different time from Part II; it was offered only at Pass level. But Part II was offered at both Pass and Honour levels. The honour examination included the work of Pass; thus for Pass mathematics the student was responsible for Euclid Books I-III, for honours he was responsible for Books I-V. Most subjects of Part II were offered at both levels -- Greek, Latin, French, German, English, Mathematics, History, Chemistry -- but Physics and Biology were reserved for honours. The student who obtained Honours in a subject at Junior Matriculation was exempt from taking that subject at the university if it was a pass subject in his Honours course and if it was prescribed in that course for the first year only. In other words, in a given subject Junior Matriculation with Honours was now considered to be of

equivalent standard to the first year Pass Course in that subject. But Senior Matriculation was also so regarded. The difference was that Senior Matriculation admitted only to the Second Year of the Pass Course, whereas Junior Matriculation with Honours admitted to the First Year of an Honours Course. And, to complete the picture, Pass Junior Matriculation continued to admit to the First Year of the Pass Course.

The division of Junior Matriculation into two parts led to the introduction of a third division in the secondary schools -- Middle School, which made its appearance in 1904. Part I of Junior Matriculation was included in Middle School but Part II was placed in Upper School. According to the Regulations of 1904, Lower School could be either two or three years in length, Middle School one or two, and Upper School one or two (two if the school offered Senior Matriculation). By 1913 Lower, Middle, and Upper School had become stabilized at two years each, and the Ontario secondary school was a six-year institution, offering two distinct types of courses. There was, first, a four-year programme for students who "not having in view a university course . . . desire merely a general education." The General Course, as it was called, embraced the Reading, English Grammar, Arithmetic, Geography, Elementary Science, and Art of the Lower School, and the English Literature, English Composition, History, Algebra, Geometry, Manners and Morals, and Physical Culture of the Lower and Middle School. Completion of this course entitled the student to the Junior High School Graduation Diploma. Second, there were Special Courses for students who did have university in view or who sought a career in teaching or in the learned professions (this distinction was made!). The special courses were specified as (a) the University course, which led to pass and honours Junior Matriculation, to pass Senior Matriculation (honour senior matriculation had disappeared) and to the preliminary examinations for the learned professions; and (b) the Department of Education Courses for admission to the Normal Schools and to the Faculties of Education. The Junior High School Graduation Diploma was awarded to those who completed pass junior matriculation or the course for admission to the normal school. The Senior Graduation High School Diploma was granted to the Honour Junior Matriculant and to the successful candidate for admission to the faculties of education.

It will be observed that the 1913 arrangements were a second major attempt to resolve the perennial problem of the Ontario secondary school -- provision of general education for the many and of special education for the relatively few. But seven years' experience of this new solution appears to have convinced the Minister of Education that it was necessary to try again. The account of what happened in 1920 and 1921 has such a familiar ring in 1964 -- and particularly to the members of this Committee -- that it is worthy of quotation at length:

Until midsummer of the present year the schools had been working under a course of study that had been in existence since 1913. This course was a decided improvement on that which it replaced and it had many points of strength.

But time and experience exposed many weaknesses. It had a tendency to draft all pupils into the same courses, those for admission to the Normal Schools and for matriculation into the University. It made little provision for a large class to whom these courses made no special appeal, those who desired to secure a good general education without preparing for professional life. It was found, too, that the system made a severe draft on the physical energies of pupils by compelling them to carry an excessive number of subjects simultaneously. Besides, it was alleged that in the multiplicity of subjects to be studied suf-

ficient time was not available for the mastery of important subjects and as a consequence the work done was of a superficial nature. It was further alleged that the system was characterized by too much rigidity and centralization, and afforded no encouragement to local Boards to offer special courses suited to local needs, so that there resulted a lack of local interest in secondary education and no attempt at local initiative.

The Minister, therefore, deeming that the time had arrived when the High School system was in need of a thorough revision, in the midsummer of 1920 appointed a special Committee to deal with the situation. The Committee was composed of representatives of the Provincial Universities, the Ontario College of Education, the Collegiate Institutes and High Schools, the Continuation Schools, the Public and Separate School Inspectors, and the Department of Education, and was instructed to "review the courses of study and the examination system and to consider any other question that affects the organization and efficiency of the schools."

This Committee met frequently and canvassed thoroughly the whole situation with regard to High School education. The members applied themselves earnestly to the task of devising a system which should provide suitably for modern educational needs without causing overpressure on pupils or teachers, which should give ample time for thoroughness in mastering important subjects, and should afford opportunity to Boards to choose courses suitable to special local needs.

The recommendations of the 1921 Committee involved a fairly radical revision of the Lower and Middle School courses, but the most significant outcome was the decision to reduce the secondary course to five years by limiting Upper School to one year. One consequence was the assimilation of Senior Matriculation and Honour Junior Matriculation. Henceforth, Junior Matriculation was written at the end of Middle School, Honour (or Senior) Matriculation at the end of Upper School. The chief purpose of the reduction from six years to five was to encourage the general student who had no desire to be a teacher or to enter university to continue his studies to the end of the Upper School course.

Essentially this is the situation we face in 1964 -- a five-year secondary school offering in each of three branches, (a) a five-year programme from Grade 9 to Grade 13, and (b) a four-year programme from Grade 9 to Grade 12, and encouraging the student to continue his general education as far as possible. But there are three significant events since 1921 to note. First, in 1931 the University of Toronto reduced its four-year Pass Course to three years and required for admission complete Pass (Junior) matriculation and five subjects of Honour (Senior) matriculation, a regulation which by 1955 had been generally adopted by the other universities of the Province. Second, in 1936 the Department of Education officially numbered the grades of the public and secondary school from I to XIII; the term Grade XIII is henceforth used to designate the final high school year. For some years the terms Lower, Middle, and Upper continued to be used in the charts and text of the Minister's Reports. In 1944 the numerical notation was changed officially from Grade XIII (Roman) to Grade 13 (Arabic).

Finally, the other external departmental examinations were discontinued -- the Lower School in 1933, the Middle School (formerly Junior Matriculation) in 1940, and the High School Entrance in 1949. Since that time the Grade 13 examinations have been the only complete external examinations administered by the Department and (with minor exceptions) the only criteria for admission to an Ontario university.

THE PROBLEM

Very early on the morning of the first meeting of our Grade 13 Committee, the opinion was expressed that not only was there a great deal to be said in favour of the Grade 13 year and a great deal to be said against it, but that everything that could be said -- both pro and con -- had already been stated over and over again. The merits of Grade 13, and equally its defects, had in the past several years been exhaustively delineated in a variety of official reports, public addresses, and muttered curses; and in consequence the task of the Committee was less a matter of searching out new reasons for the retention of Grade 13 or additional evidence to support its abolition than of working out a scheme whereby its acknowledged virtues could more effectively be taken advantage of and its defects either impressively reduced or eliminated entirely. The validity of this view, which at the time was generally endorsed by the Committee, has been demonstrated in the event.

There is a second reason for the Committee's early acceptance of the idea that its task was in the area of compromise rather than of radical reform. Its concern has been with that element of the Ontario educational system which more than any other element gives the system its distinctive character. The five-year high school is a phenomenon which is unique to Canada, and its occurrence here is limited to three provinces. Since the five-year high school in Ontario antedates that of British Columbia and New Brunswick, it can be said that Grade 13 is an Ontario invention; and since it has been in existence, under various names, for a very long time it can be said to be a genuine part of our tradition. The members of the Committee were well aware that there is nothing sacred about a tradition; but they were also aware that traditions invariably begin with a useful purpose, and that they should be discarded only when the central purpose has atrophied. If the Grade 13 year proved to be a once-healthy member which had either effectively died or, worse still, had become cancerous and was poisoning the whole system, then radical surgery would be in order. But, so far as the Committee was concerned, this diagnosis, to be accepted, had to be demonstrated beyond any shadow of a doubt. If, however -- as seemed more likely -- the basic purpose of Grade 13 remained valid, though the year itself was functioning in an indifferent or faulty manner, then reform would be what was required. In this case the fundamental role of the Committee would be to reassert the strength of the tradition and to suggest how the existing arrangements should be altered so that the Grade 13 year once again could perform its traditional role.

The history of the Grade 13 year reveals that its original purpose was to provide in the local grammar school the first year of a university course. The student remained an extra year in the secondary school and prepared himself for the Senior Matriculation examination which admitted him to the second year of a four-year degree programme. This was an anticipation by over fifty years of the junior college idea which emerged in the United States in the early years of the present century. To begin with, then, the extra high school year was designed only for the small percentage of the age group who were university-bound.

By the 1870's it had become clear that the role of the secondary school was not confined to providing for the needs of the academically gifted (and frequently the economically favoured) group; it was also, and indeed primarily, to provide for the needs of the great mass of the citizenry. This was the philosophy which underlay the Act of 1871, and it is equally the philosophy which has underlaid all subsequent attempts to improve the

programme of the Ontario secondary school, including the recently introduced "Reorganized Programme in the Secondary Schools." But in all such attempts it has also been recognized that the needs of the academically gifted require and deserve special attention. If general education, with or without a vocational emphasis, had been the only concern of those responsible for the development of our secondary school system, then obviously the solution in 1871 was to close off the school at Form III, and from 1896 on to stop at the end of Middle School. Form IV was specifically a university year, and the Upper School programme, introduced in 1896, has always been designed with a view to university admission. But it should also be noted that Form IV and its successor, the Upper School programme, have been accepted since 1871 as an organic part of the Ontario secondary school system. The inclusion of an academic course specifically preparing for university admission is part of our educational tradition.

Since 1920, however, the situation has become complicated by the increasing realization that the kind of academic training which is appropriate for students who are likely to benefit from a university course is also appropriate for many other students who seek careers for which a university degree is neither prerequisite nor necessarily desirable. It was to encourage such students to remain in school for a further year that the six-year secondary school was reduced to five in 1921. Such students were to pursue the same kind of programme that their university-bound classmates were taking, the theory being that the kind of experience represented by such studies had value in the elementary school classroom, the insurance office, the bank, and the market place as well as in the halls of a university or the corridors of a hospital.

The majority of the members of the 1964 Grade 13 Committee took their secondary school education in Ontario during the 1920's and 1930's. Their recollections of the five-year secondary school are in striking contrast to the situation which they know to exist at the present time. Their memories are on the whole pleasant. The work of the Lower School was comparatively as heavy as that of the Upper School, and the fifth year examinations comparatively as easy as those they had written at the end of Middle School, and, indeed, at High School Entrance. Pressure was distributed evenly rather than focussed on the final year. To pass the Upper School Examinations did not seem to be a matter of life and death.

What has caused the change? It is not the theoretical arrangement of the programme of study, since this has remained essentially unchanged since 1920. It is not a decline in the capacity of secondary school teachers. Certainly it is not a decline in the physical facilities of the secondary school building. The changes, rather, stem from (a) the fact that there is now a single set of external examinations for secondary school students, and that admission to university depends almost entirely upon the students' performance during this two-week period, (b) a dramatic increase in the number of vocations which require a university degree as a sine qua non, and (c) a general increase in the degree of knowledge expected of a matriculant. A fourth reason, which however is primarily a compounding of the difficulties posed by the three already mentioned, is the sheer weight of numbers. In 1934 the secondary schools of Ontario had an enrolment of 110,574; in 1964 the figure is 364,210. In 1934, 21,214 students wrote a total of 83,254 Senior Matriculation papers; in 1964 approximately 42,000 students will write approximately 240,000 Senior Matriculation papers. For the 1932-33 school year, 1,827 students were reported as entering the Ontario universities; thirty years later the number was 8,893. It is well known that the numbers in each case are about to rise even more dramatically.

There is a further cause for the change in the situation since 1939 - namely, the fact that our Province has been slow to develop post-secondary institutions devoted to the preparation of technicians and technologists. As our historical account shows, Ryerson had in mind the inclusion of some vocational training in the high school programme, and gave special attention to the value and function of technical education in the preamble to the 1871 Act, but other than some instruction in agriculture very little effort was made to develop a vocational programme until 40 years later. But evening classes in technical training were established early in the twentieth century, (the first actually were established by the Toronto City Council in 1891), and by 1904 household science and manual training were given a place in the school programmes. In 1909 Dr. John Seath was commissioned by the provincial government to report upon a desirable and practicable system of technical education for Ontario, and in 1910 the federal government appointed a Royal Commission to enquire into the needs of the country as a whole in regard to industrial and technical education. The Industrial Education Act of 1911 marked the official beginning of vocational education in our Province. Dr. F. W. Merchant was appointed the first Director of Industrial and Technical Education, and under his direction remarkable progress was made in developing technical and commercial programmes in the secondary schools. What we have developed, with federal financial assistance, but under provincial control, is a relatively complete system of vocational education limited almost entirely to the secondary school level.

The pattern established by Merchant has continued, although its development was impeded by the Great Depression and the Second World War, but relatively little attention was paid to post-secondary technical education until after the War. The Haileybury School of Mines was acquired from the municipality of Haileybury and opened as the first provincially-owned technical institute in September, 1945, being renamed the Provincial Institute of Mining. The Provincial Institute of Textiles, Hamilton, started in October, 1946, the Lakehead Technical Institute was organized during the early part of 1947, the Ryerson Institute of Technology in 1948, and the Eastern, Western, and Northern Institutes of Technology at Ottawa, Windsor, and Kirkland Lake in, respectively, 1957, 1958, and 1962. By 1963 these seven Provincial Institutes were enrolling nearly 5,000 students in their day courses and over 5,000 in their evening classes. An additional 1,500 students were enrolled in the three Institutes of Trades, established in Toronto to provide for the training of the apprenticeship classes operated under the auspices of the Department of Labour, and four more such Institutes, or Vocational Centres, are planned for Hamilton, London, Ottawa, and Sault Ste. Marie.

Despite the progress made, it is evident that facilities for post-secondary technical education and for trade training have not yet expanded enough to meet the demand. One result has been pressures on the universities to provide a broader range of courses and to accept more and more students. Too many of our students, and their parents, know only of the university-type programmes at the post-secondary level, and the result is that the majority of our young people attempt university-preparatory programmes in secondary schools. But with no other avenue except university open beyond high school, what else can they do? Small wonder that the latest secondary school enrolment figures show that approximately 70% of the students select the university-preparatory programmes.

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This is the context in which the criticisms of the present Grade 13 year must be examined. As we review the complaints, let us ask ourselves to what extent they derive

either from the concentration of emphasis upon a single set of examinations or from the unsuitability of the academic programme for all the students who enter upon it.

The basic complaints are (a) that the student is required to study too many subjects, (b) that the content of each of the subjects he does study is so heavily charged with factual material upon which he will be examined that his approach to the subject is narrow rather than wide-ranging and philosophic, and (c) that everything depends upon his success at the examinations he will face in June. The spectre of these examinations haunts him from September on. The same spectre haunts his teacher, who is equally aware of the importance of the examinations in the lives of his students and who is naturally anxious to do everything he can to prepare the student to perform in June as efficiently and as effectively as possible. The consequence in many classrooms, though not of course in all, is a tendency to concentrate upon the matter at hand and a reluctance to pursue any topic that is "off the syllabus". Hence a confined and limited treatment, since investigation in depth frequently requires the pursuit of the tangential, the peripheral, and the seemingly only remotely analogous; hence an emphasis upon drill and rote-learning; hence a continual eye on past examination papers; and hence, as June looms ominously closer, the almost irresistible impulse to cram.

The situation is complicated by the fact that many students are taking subjects in which they are not at all interested, and perhaps more important, by the fact that all students take the same course in a given subject. Thus the student who is primarily interested in English Literature is taking the same course in Physics as his classmate whose primary interest is Physics. The "Physics" student, in turn, is taking the same course in English Literature as the "English" student. The course which both take, a compromise uneasily arrived at by considering the needs of each, proves satisfactory to neither -- it is not sufficiently advanced for the specialist and it is too narrow and professional and hence too difficult for the generalist. The end result is often that the "Physics" student neglects his Physics in an effort to insure that he obtains a pass in English Literature while the "English" student neglects his favourite subject in the attempt to keep up with Physics.

The task of the teacher is rendered more difficult by the presence of both these students in the same class, but this is not the main source of the Grade 13 teacher's difficulties. The real problem is that the Grade 13 teacher does not have effective control of the course he teaches. He must prepare his students for an examination which he will neither set nor mark, and he has no positive guarantee that the hours he spends in developing a particular topic in a particular way are not, so far as the all-important examination is concerned, a waste of his students' time. He must teach rather than educate, and he must teach, not the individual, but the mass. Moreover, the teacher's judgment of the student's capacity in the subject, as registered in the term mark, has little bearing on the student's final standing.

It is tempting to place the whole blame for the unsatisfactory nature of the present Grade 13 year either on the universities or on the Department of Education or on both. It is the universities which specify the admission requirements; it is the universities, in conjunction with the Department, which set the examinations; and it is the Department which prescribes the course of study. But the same situation obtained in the 1920's and 1930's, and in those days the Grade 13 year was not subject to the present complaints. Nor can the universities or the Department be held responsible for the formidable increase in the number of students seeking admission to their courses. The real villains are a rising birth rate, a

changing economy, the pursuit of social status, and the general proliferation of knowledge.

The truth of the matter is that we are now in an entirely different world from that of the 1920's and 1930's, and it is necessary that we extend our educational system to meet the demands of this new world. In the past when we have faced this sort of crisis, we have solved the problem by expanding our secondary school programme -- in 1871, for example, when we added general education for the many to special education for the few, or in the 1920's when technical training was introduced in a considerable number of high schools. In the present crisis, the need cannot be met simply by alterations or additions at secondary school level; this time we must turn our attention to the post-secondary level, where we must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer. Fortunately, a beginning has been made in the establishment of the institutes of technology and vocational centres, but as yet these are too few in number and their offerings are too narrow in range to satisfy what is required both by the nature of our developing economy and the talents of our young people. The Committee is therefore recommending the establishment of community colleges to provide these new and alternative programmes.

As a Committee we are not qualified to deal with the question of community colleges, and even if we were we have been fully occupied in the time at our disposal with the problem of Grade 13. Our recommendation about community colleges is therefore general rather than specific. We are convinced that there is a great need for such colleges and we urge that the matter be given immediate and very careful attention.

Since the Committee was appointed to inquire into the nature and function of the Grade 13 year, the recommending of community colleges might seem to lie outside our terms of reference. In our view it does not, for we are convinced that no real solution to the Grade 13 problem can be found unless there is a valid alternative to Grade 13 available to the many Grade 12 graduates for whom a highly specialized academic course is unsuitable.

The establishment of community colleges which could offer a solid alternative to Grade 13 would make it possible to offer in Grade 13 an academic programme which was especially designed for university preparation. Admission to this programme could then be restricted to those who at the Grade 12 level had clearly demonstrated their capacity to undertake university-level work. The result would be a student body of more homogeneous quality and of proportionately smaller size and one characterized by a heightened sense of purpose.

But it is not necessary to await the establishment of community colleges to commence the task of making Grade 13 a richer educational experience. We can begin immediately to reduce the pressure exerted on both student and teacher by the nature and number of the examinations. We can reduce their number, we can reform their nature, and, most important of all, we can take substantial account of the teacher's assessment of the student's capacity in arriving at a final judgment as to his standing in each course. These are matters which can and should receive attention in time to deepen the educational experience of the students who will enter Grade 13 in September of this year.

THE SOLUTION

The terms of reference require the Committee to define the nature and function of the Grade 13 year, to offer proposals for its immediate improvement, to propose "an ideal solution" for the problems which have given rise to the Committee's appointment, and, in the event that the ideal cannot be arrived at in the relatively near future, to indicate a series of steps which will lead to the realization of the ideal. The Committee, then, is asked not for one solution but for three -- immediate, interim, and ideal. But all three solutions must clearly be based on the answer to a single question: What is the proper function of the Grade 13 year? In the Committee's view, the proper function of Grade 13 is to provide an academic programme which is a fitting preparation for work at the university level.

It is the Committee's belief that the secondary school should conclude at Grade 12. The elementary and secondary programme should be provided in twelve years of schooling organized on an 8 - 4, 7 - 5, 6 - 2 - 4, or 6 - 3 - 3 basis, and the system should be expanded at the post-secondary level to provide for two-year community colleges in addition to the universities, teachers' colleges, and polytechnical institutes which now exist. Consequently, in the ideal solution the university-preparatory course would be offered not in Grade 13 but in Grade 12, and, as the Matriculation Year (or Course), it would be one of a number of programmes offered in that grade. The Ontario educational system would then be graphically represented in the form shown in the chart entitled "Ideal Solution".

The advantages of this arrangement are numerous. The present policy of offering alternative programmes in the secondary school would be maintained but it would also be logically extended to the post-secondary level where in the community colleges there would be appropriate technical and vocationally oriented courses for the graduates who did not take the university-preparatory course. A valid alternative to a university-preparatory course would be provided, one which would go far to providing the technologists our economy requires just as urgently as it does university graduates. There is provision for transfer at the post-secondary level, for example from the community college to the university. The General B.A. or B.Sc. is obtainable at age 20/21, and the Honours B.A. at age 21/22, which is the norm for the General degree in most jurisdictions. The secondary school would be effectively confined to students under the age of 19, and the 19-year old placed in an institution providing a different atmosphere, and in terms of his physical, social, and intellectual development, one more appropriate to his degree of maturity. And, to conclude with a reference to the Grade 13 problem, the university-preparatory course would be available for the students for whom this particular type of training is suitable.

Such a scheme is, however, a distant ideal because it depends upon two developments which will take 10-15 years to accomplish. First, it requires the establishment of community colleges offering valid and attractive courses in a considerable number of centres. Second, it implies a complete revision of the curriculum organization for Grades 1 to 12. Quite aside from the time involved in organizing and carrying out such a revision, at least twelve years will be required for its practical implementation.

For at least a decade, then, the Ontario system must follow the pattern shown on the chart entitled "Interim Solution".

Because the ideal solution cannot be contemplated until the mid-1970's the Committee has concerned itself mainly with the immediate and the interim solutions. The former, provided in the recommendations made in Chapters 4 and 5, is in essence a number of adjustments of the present Grade 13 arrangements. The latter, outlined in Chapter 6, represents a basic change in the approach to the fifth high school year, one designed to provide a better liaison between secondary school and university than the present final year of secondary school but also a richer educational experience for all students, whether they propose to go to university or other institutions of higher learning or to go directly to some form of employment. To provide this richer experience the year must be marked by the provision of courses at different levels of attainment in each subject, by a less restrictive prescription of courses, by the encouragement of wider reading, and by more exercise in analysis and synthesis. Probably some new subjects such as the new Man in Society and World Politics of Grade 12 should be introduced. Inherent in the proposal is the need for fewer subjects to be taken by the individual student and for fewer external examinations. The measurement of attainment by the end of the year, whatever form it may take, must be such as to measure intellectual power and the understanding of a subject as well as factual knowledge.

Almost as important as the changes already mentioned is the necessity of removing for teachers and students the psychological restrictions which have become associated with the present Grade 13 year. The Committee envisages the proposed new year as one of more personal responsibility for the student, of more use of library and laboratory facilities and less of the traditional classroom practices, of longer but fewer daily periods, of a freer type of discipline, of more dependence upon the term mark as a measure of proficiency, and possibly as a year of shorter length than at present.

In contemplating both the ideal and the interim solutions the Committee has given serious consideration to two other methods of dealing with the university-preparatory course. One is to have the universities accept it as a part of their responsibilities, the second is to place the Matriculation Year in the community college. The Committee rejects these alternatives for the immediate future.

It is apparent that it is unrealistic to expect the universities to provide instruction for the formidable number of students who will be taking the Matriculation Year course. The universities are having and will continue to have enormous difficulty in coping with the increasing number of students who emerge from Grade 13. Nor is it realistic, certainly for five or ten years, to visualize the Matriculation Year exclusively as an offering of the community college. The Matriculation Year must be available to students in hundreds of communities throughout the Province; it will be many years before there are as many as twenty-five community colleges. Furthermore, Grade 13 has been since 1921 a tuition - free course. The community college will be a post-secondary institution and, like the universities and the technical institutes, can be expected to be supported in part by the charging of fees.

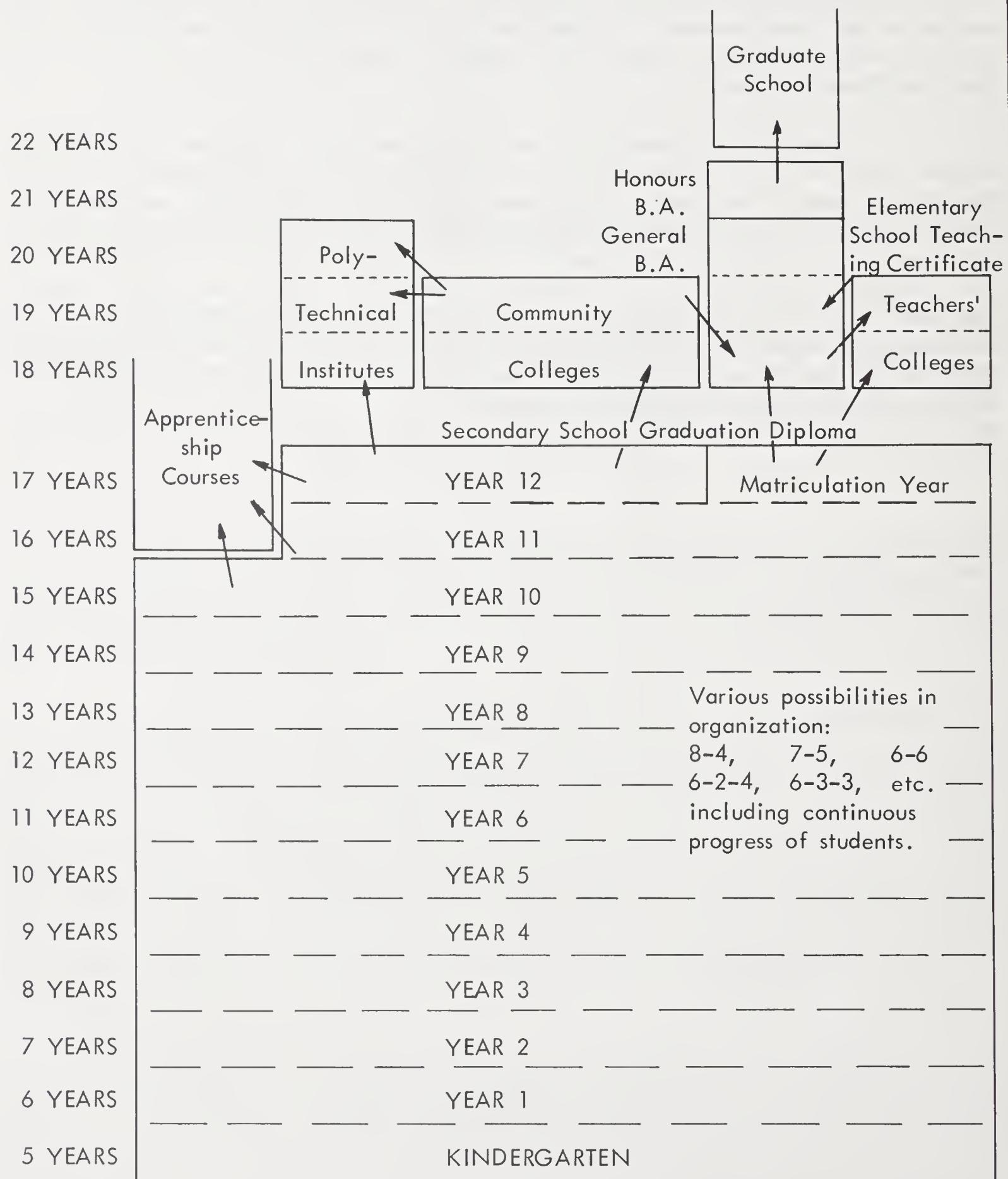
But there are other arguments to support the retention of the Matriculation Year in the secondary school. A very significant proportion of the students who successfully complete a university course in Ontario are students who matriculate before their eighteenth birthday. These are students who have been accelerated at some point in the elementary or secondary school, since thirteen years from age six brings one perilously close to age nineteen. In other words a great number of students in Ontario do complete the thirteen grades in

twelve years and these are in the main the students who go on to university. The possibility of reducing the thirteen grades to twelve for the Matriculation Class without dilution of standards is therefore high, and its implementation would be, to a considerable extent, simply a reformation of actual practice.

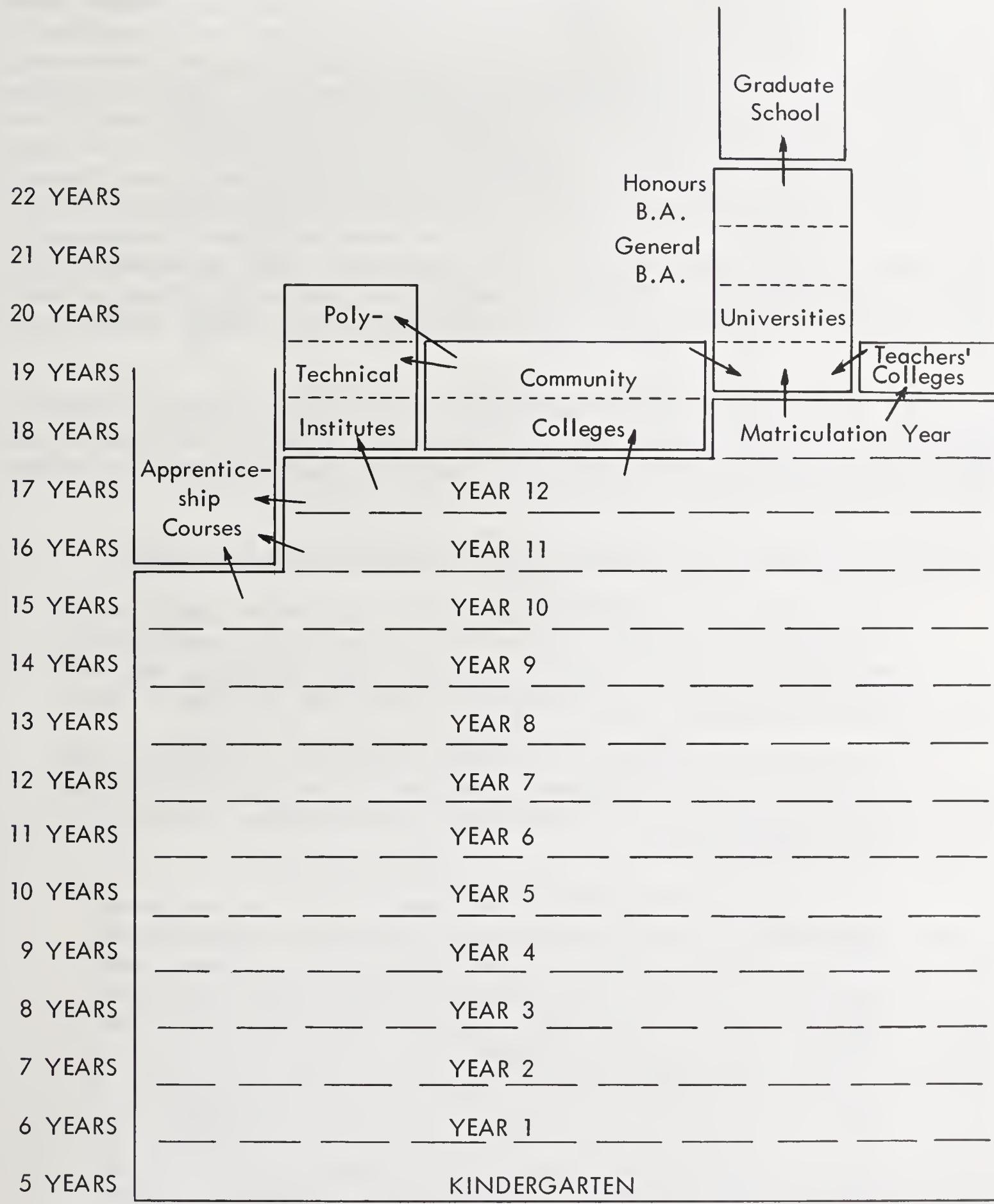
In discussing the Matriculation Year we are thus talking about a student body which will range in age from sixteen to eighteen, with the great bulk at seventeen. In the opinion of the Committee there is a great deal to be said for such students remaining in the secondary school rather than going on to a community college, which for many of them would be in a different community.

There is an additional reason for retaining the Matriculation Year in the secondary school for the immediate future. The strength of the Ontario secondary school has been due in large measure to the presence of the specialist teacher. Much of the teaching in the present Grade 13 is done by these specialists, and the removal of the Matriculation Year to the community college could have the effect of transferring many of these specialists to the new institutions, particularly in a period when there is a serious shortage of specialist teachers. Since the influence of the experienced specialist teacher is felt in every grade of the secondary school and is particularly beneficial to the young and inexperienced teachers who are just beginning their professional careers, any steps which would run the risk of encouraging them to depart ought to be avoided.

IDEAL SOLUTION



INTERIM SOLUTION



RECOMMENDATIONS FOR THE SCHOOL YEAR 1964 - 65

The Committee has kept in mind that all changes proposed should be in line with the general pattern of its long-term recommendations.

At the same time, four problems are so serious that significant attempts to solve them should be delayed no longer. First, Grade 13 undoubtedly deserves its reputation as a year of undue emotional strain and of unreasonably heavy study load for many students and as an educational period during which emphasis upon mere memory work occupies too prominent a position. Second, the present university admission requirements on the Grade 13 level, nine papers in most cases, place a very heavy burden upon many students. Third, the present system of uniform external Grade 13 examinations places too high a premium upon the single try for standing, since the teacher's estimate of the student's proficiency, based upon close observation of his work for a full academic year, is not taken into account in determining the final standing, except in cases of illness or other emergencies which can be established as having an adverse effect upon examination performance. Fourth, the marking of answer papers for 54,000 candidates in 1965, a total of 17,000 more than in 1963, presents a staggering prospect.

The Committee therefore recommends that the following measures be adopted for the school year 1964-65, and points out that announcement of the changes should be made before the end of August, 1964, in order that principals and teachers may make the necessary plans for the year's work before the opening of schools in September, 1964.

A. Mainly as a means of relieving some of the pressure upon Grade 13 candidates

1. That, for the purposes of the 1965 Departmental examinations, steps be taken to remove from the Grade 13 course of study in each subject, topics which at present require a total of approximately three weeks of teaching time, and that announcement of these reductions be made before September 1, 1964.
2. That brochures be prepared for distribution to teachers in September, 1964 as a guide to the most advantageous use of the additional time which will be at their disposal because of the reductions in course content referred to in Recommendation No. 1.

It is not the intention to shorten the academic year. Teachers should be reminded to consider the reduction in topics not as an opportunity to "cover" the course of study by an earlier date and thus to have more time for drill, but as an opportunity to experiment with teaching in greater depth, to provide the enrichment which comes from wider reading, and to "stretch the students' minds" in various desirable ways.

The proposed deletion of topics is a temporary measure. Recommendations are made later in the Report for a carefully planned revision of the curriculum, but this will require more time than is available at present. The Committee believes that reductions can be decided by small committees representing the Department, the schools, and the universities in a very short time as an emergency measure, assuming the

co-operation of all groups concerned.

Opinions will differ regarding the necessity of reducing the content of some of the courses. The Committee is impressed, however, by the psychological as well as the practical purpose to be served by the proposal.

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3. That for the 1965 Departmental examinations, 25% of the final mark assigned to a candidate in each subject or in each paper, as the case may be, be based upon the recommendation mark which in the opinion of the principal and teacher represent the candidate's proficiency as reflected in his year's work, and 75% of the final mark be based upon the June Departmental examination.
4. That in the case of English and Français the 25% referred to in Recommendation No. 3 be based upon the candidate's proficiency in writing as indicated by essays which he has written during the year.

Recommendations Nos. 3 and 4 provide a beginning for a move towards eventual dependence upon the recommendation mark of the principal and teacher in place of an external examination. This change will undoubtedly do a great deal to remove one of the most serious weaknesses of the present system. It will, however, require that steps be taken to assist principals and teachers in their efforts to establish and maintain adequate standards for their recommendation marks.

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5. That for the 1965 Departmental examinations all question papers be relatively shorter than those of past years, with fewer questions and more options, and with the relative values of the questions shown.

These provisions will give the candidate a better opportunity to select the questions he wishes to answer from among the options, and more time to review his written work, and will enable him to present a more acceptably-prepared answer paper.

6. That for the 1965 Departmental examinations a private-study candidate (a) who has not been in attendance during the school year 1964-65 at the day or evening classes of a secondary school or a private school which is an examination centre, or (b) who has not been studying the subject concerned through the Correspondence Courses Branch of the Department of Education, have his final mark based entirely upon the written June Departmental examination.

The provision that part of the final mark assigned be based upon the year's work (Recommendation No. 3) creates a problem in the case of

private-study candidates, some 2300 in number in 1963, for whom there is no recommendation mark from a principal and teacher. For the present, at least, this situation must be met by the above recommendation.

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B. Mainly as a means of having the answer papers marked and the results announced, at a reasonably early date

7. That for the 1965 Departmental examinations there be one 3-hour examination in each of English, Français, French, German, Latin, Greek, Spanish, Italian, and Russian in place of the present two 2 1/2-hour examinations.

This recommendation, which will substantially reduce the number of papers to be marked, adds English and Français to the list of 3-hour examinations already agreed upon by the Minister and the University Matriculation Board. The Committee believes that the 1963-64 experience with the Experimental Single Paper In English justifies the extension of the 3-hour examination plan to English and Français. The Committee feels, however, that it would be advisable to have an experimental single paper prepared in Français early in the school year 1964-65, in order that the teachers of this subject may have an indication of the nature of such an examination.

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8. That for the 1965 Departmental examinations there be a 2-hour examination in place of the present 2 1/2-hour examination in each of History, Algebra, Geometry, Trigonometry and Statics, Physics, Chemistry, Botany, Zoology, Geography, Art, Music, Accountancy Practice, Secretarial Practice, and Mathematics of Investment.

This change will result in considerable reduction in the time required for marking the papers. During the study which was conducted by the Department of Education in the autumn of 1963 there was strong support from principals and teachers for the use of 2-hour examinations as a means of reducing the marking time without lowering the validity of the examination.

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9. That for the 1965 Departmental examinations there be a 3-hour examination in Problems in place of the present 2 1/2-hour examination.

Experience shows that the present 2 1/2-hour examination provides insufficient opportunity for the candidate to demonstrate his proficiency in this special Mathematics paper. Further, the Committee understands that plans are being made to introduce some experimental material as options on the 1965 examination. Since the Problems paper does not present any difficulty in the marking, the Committee believes that in

the circumstances the change to a 3-hour examination is justified.

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10. That where suitable and applicable to the subject, greater use be made than in the past of non-essay type questions (short answer, completion, matching, and multiple choice) up to the usual limit of 30% of the marks assigned to the written paper in June.

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It will be noted that despite the anticipated increase in the number of papers to be marked in 1965, the Committee is not recommending the adoption of either of two somewhat unusual measures which have been considered recently. One of these measures was the arrangement whereby in 1963 the Departmental examinations were written a week earlier than usual, and part of the marking was done during the month of June. This plan, which involved not only the problem of double pay for the markers in June, but also the removal of many senior teachers from the schools during the period of promotion meetings, was found to be unsatisfactory. The other suggestion was that the answers to part of each question paper be marked by the teachers in their own schools during the latter part of June. Though a good many people believe that this plan could be operated successfully, it is not being recommended for 1965, nor does the Committee advise its use in the future, because of the many problems involved.

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The Committee has other recommendations for steps which should be taken immediately as part of its long-range solution for current educational problems. However, since those recommendations do not necessarily affect the work of teachers and students during 1964-65, they have been reserved for a later chapter as Recommendations Nos. 15, 16, 17, 18, and 19.

Chapter 5

RECOMMENDATIONS FOR THE SCHOOL YEAR 1965-66

The two years 1964-65 and 1965-66 are intended to provide a transition period leading from the existing situation to a radically different pattern to be introduced in 1966-67, and allowing an opportunity for necessary revision of courses.

The recommendations which will affect teachers and students directly during 1965-66 are similar to those for 1964-65.

11. That the 1964-65 arrangements for the Departmental examinations be continued except as indicated in Recommendations Nos. 12 and 13.
12. That for the 1966 Departmental examinations, 35% of the final mark assigned to a candidate in each subject or in each paper, as the case may be, be based upon the recommendation mark which in the opinion of the principal and teacher represents the candidate's proficiency as reflected in his year's work, and 65% of the final mark be based upon the June Departmental examination.
13. That as already agreed upon by the Minister and the University Matriculation Board, there be one 3-hour examination in Biology in place of the present separate examinations in Botany and Zoology.
14. That the Secondary School Honour Graduation Diploma be discontinued after the school year 1965-66.

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Certain other measures are complementary to those envisaged in the recommendations for 1964-65 and for later years. For instance, there is no point in relieving the pressure of course content, even as a temporary measure, unless the teachers and students concerned are prepared to profit from that relief. Neither is there any point in planning for a more lasting adjustment and revision of content for the future unless plans are made by universities and other institutions of higher learning to require fewer subjects for admission.

Accordingly the Committee presents the following further recommendations for steps which should be initiated during 1964-65 and continued during 1965-66.

15. That steps be taken to revise the secondary school courses affecting the year at present designated as Grade 13, on the basis of the general and advanced levels of instruction which are recommended in the following chapter.

The Committee points out that the revised courses should be ready for distribution to the schools by December 1, 1965.

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16. That in order to encourage the enrichment of high school courses and a more penetrating study; to relieve the pressure of examinations; and to prepare for a year with greater concentration and depth, the universities be requested to review their admission requirements and to consider reducing the number of subjects required for admission, having due regard for the essential preparation for their courses and the general equipment of a university student.

The Committee wishes to point out that, as will be explained in a later chapter, the implementation of its recommendations requires that reduced admission requirements, hopefully from five subjects (nine of the present papers) to three or four subjects (six, seven, or eight of the present papers), be announced in February, 1965, to take effect in the schools in 1965-66, for admission to university in September, 1966.

17. That if a reduction in the number of Grade 13 subjects required for admission to university in September, 1966 has not been announced by the end of February, 1965, the situation with respect to the marking of the Departmental examinations in English and French be reviewed in the light of the 1964 experience in marking the increased number of answer papers in these subjects.
18. That the universities of Ontario be requested to study the possibility of establishing a central admissions office, with a view to reducing the problems of multiple applications.
19. That a study be made by the Department of Education of the problem of securing comparable marks from the various schools under the proposed system of using the recommendations of principals and teachers.

Chapter 6

RECOMMENDATIONS FOR THE FOUR-YEAR PERIOD 1966-70

The years 1966-70 are the crucial years during which the pattern of the new forms of post-secondary education will clearly become visible. This period will make the Matriculation Year a reality in name and in the altered emphasis of the student's work. He will be required to make choices of some subjects to be taken on an advanced level and others on a general level. As an alternative to the Matriculation Year, community colleges should be appearing, and the processes of selecting students for the community college and for the Matriculation Year should be developing. The elimination of the Secondary School Honour Graduation Diploma will leave the Secondary School Graduation Diploma in its various forms as the recognition of the formal completion of the secondary school programme at the end of Grade 12. The Matriculation Year will be regarded as a post-secondary year, and standing in individual subjects will be recognized by certificates issued by the Department of Education.

The new programmes envisaged in the community colleges and in the Matriculation Year will provide an education more closely related to the students' inclinations and aptitudes than is at present available. It is clear, however, that considerable time and study will be required before this long-range planning can be completed and implemented.

The Committee therefore proposes a four-year transition period to provide an opportunity for study and review, to consolidate changes already made, and to provide for the introduction of further changes.

The Matriculation Year has been the focus of this Committee's work. It will have as a main purpose the provision of a university-preparatory course, but it is expected that the year will be attractive and challenging for students seeking admission to other institutions of higher education, including teachers' colleges, for capable students wishing to experience this type of year after Grade 12, and for those requiring such a year as a condition of future training or employment. As the community colleges develop their distinctive character, they will doubtless provide a suitable background for some of the organizations and businesses for which the successful completion of Grade 13 was formerly a requirement.

The Matriculation Year will be characterized by a total of teaching time considerably less than that of the present Grade 13 year, more reliance upon the initiative of the individual student, greater use of library and individual research facilities, and a freer atmosphere than formerly existed.

If the Matriculation Year is to serve the purpose for which it is intended it must be reserved for those who are able and willing to profit from it. This presupposes selection, not ruthless and severe, but realistic. The Secondary School Graduation Diploma granted at the end of the fourth year of the present Five-Year Programme for secondary schools should not in itself be sufficient for admission to the Matriculation Year. Since outlets other than a basically pre-university year will be available, something more than bare passing standard will be required, especially in the subjects of later concentration. The raising of such admission standards to the year will undoubtedly be governed by the availability and suitability of alternative courses. Because of the interest of the universities in the standards being achieved in secondary schools, it may be found advisable to establish a representative Supervising Board to have general jurisdiction over the setting of any uniform external Grade 12 examination papers that may be used.

In order that the Matriculation Year student may profit from the benefits of both a general education and a degree of specialization it is proposed that, in the main, instruction be offered at a general level and at an advanced level. The purpose here will be to give the student with special interests and abilities in certain subjects the opportunity to do more highly concentrated work. Other students may select the general level of the same course in order to follow a less intensive interest or to avoid too narrow an education. The two levels need not necessarily be offered in all subjects, at least in the beginning years of the programme. A thorough study of the structure and implications of the two levels should be the function of one of the committees to be mentioned later. In the meantime this Committee believes that there is sufficient evidence upon which to base its recommendations for the two levels.

One school of thought suggests that the general level should consist of a "core" to be taken by all students, and that the advanced level be an extension of that core. The other school of thought proposes that there be two quite different courses, each complete in itself. The "core" feature might be chosen for subjects of a sequential nature, whereas distinct courses might be more appropriate for other subject areas. In either event the time allotment for classroom teaching, lectures, laboratory, and library work for an advanced level subject would be approximately twice that for a general level subject.

The suggestion that there be two levels is not a new one. Indeed, in 1957 the Department of Education provided experimental examinations at two levels in French and Mathematics. There is a growing feeling that at this stage of his education a student should not be expected to attain the same degree of competence in all subjects, and that he should be permitted to delve more deeply into some subjects. Care should be taken, however, to avoid a narrow and cramping kind of specialization. Further study of the implications of the two levels will be made by one of the committees mentioned later, with regard to the most desirable educational values and the special requirements of university courses. If, for example, a course at the general level of the Matriculation Year were to count for one credit and a course at the advanced level for two credits, and the maximum entrance requirements of the universities were limited to six credits, considerable breadth could be obtained without imposing an unreasonable load upon the individual student.

The Committee believes that admission to University should not be based entirely upon any one specific aspect of a student's record, but should be determined by the composite picture obtained from his school record at the completion of Grade 12, his standing in the Matriculation Year, and his standing on the proposed Council on Admissions to University (CAU) tests, patterned upon, though not identical with, the College Entrance Board Examinations that have been in use in the United States for a number of years. This should provide a more satisfactory and more acceptable basis of selection than exists at the present time.

The Committee believes that, when proper safeguards are developed, external examinations, which circumscribe the teaching and encourage the cramming of factual material, should be eliminated. Ways and means must be evolved whereby teachers will be assisted in making the Matriculation Year a richer educational experience and in ensuring that adequate standards are achieved and maintained. The four-year transition period should provide statistical material for correlating the standards of the schools with some accepted standard of achievement. During this period 50% of the student's final mark in advanced level subjects will be based upon his year's work and 50% upon an acceptable form of external examination conducted jointly by the universities and the Department of Education,

but his final mark in general level subjects will be based entirely upon his year's work. The assumption that recommendation marks will be used to the extent indicated is predicated upon the expectation that some form of accreditation of secondary schools throughout the Province will eventually be devised.

The Committee assumes that the relative weights assigned to teachers' recommendation marks and to external examinations will be kept under constant review during this transition period. The possibility of eliminating all external examinations depends upon the development of adequate controls for a province-wide recommendation system. In any event, provision would have to be made for the testing of candidates from schools which are not accredited and for private-study candidates.

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The specific recommendations for this four-year transition period follow.

20. That the Secondary School Graduation Diploma in its various forms be continued and be the official recognition of successful completion of a secondary school programme at the end of Grade 12 in one of the Branches, and that, for the Matriculation Year, certificates be issued by the Department of Education showing the standing obtained in each subject.
21. That in September, 1966, the present Grade 13 be replaced by a new type of programme to be called the Matriculation Year.
22. That instruction in the Matriculation Year be offered at two levels: general and advanced.
23. That admission to the Matriculation Year be based upon,
 - (a) the holding of the Secondary School Graduation Diploma granted at the end of the fourth year of the present Five-Year Programme; and
 - (b) the recommendation of the principal and staff, which will be based upon,
 - (i) the student's academic record,
 - (ii) a scholastic aptitude test similar to the one used at present in Grade 12, and
 - (iii) in a limited number of selected subjects, perhaps not more than two or three for any student, an external examination set by secondary school teachers under the direction of the Department and marked by the teachers in the schools in accordance with a marking scheme prepared by those who set the paper.
24. That the normal programme in the Matriculation Year consist of not more than four subjects, two at general level and two at advanced level, but with provision for a certain amount of flexibility with respect to combinations of the two levels, in accordance with the admission requirements of further education and requirements for employment.

25. That English or Français, either at the general or advanced level, be a compulsory subject in the Matriculation Year.
26. That the universities of Ontario be requested to consider for admission during the Four-Year Period 1967-68 to 1970-71,
 - (a) for provisional admission,
 - (i) the recommendation of the principal and staff, and
 - (ii) the candidate's standing on the Council on Admissions to University (CAU) tests or an equivalent series, mainly non-essay type (scholastic aptitude, and achievement in subjects of special interest);
 - (b) for final admission,
 - (i) in each advanced level subject, 50% of the final mark assigned to a candidate to be based upon the recommendation mark which in the opinion of the principal and teacher represents the candidate's proficiency as reflected in his year's work and 50% of the final mark to be based upon the results of an external examination, conducted jointly by the universities and the Department of Education,
 - (ii) in each general level subject, the recommendation mark which in the opinion of the principal and teachers represent the candidate's proficiency as reflected in his year's work.
27. That continuous study be made with a view to the adoption of a plan of accreditation for the secondary schools (both publicly and privately supported).

Chapter 7

RECOMMENDATIONS FOR THE IMPLEMENTATION OF THE RECOMMENDATIONS FOR 1964-65, 1965-66, AND THE FOUR-YEAR PERIOD, 1966-67 TO 1969-70

The Committee has given considerable thought to the means by which its recommendations may be implemented within the time suggested. A carefully planned and closely followed timetable of activities is a necessity if the programme proposed for the period from 1964 to 1970 is to be carried out. Several committees must work simultaneously and their activities must be co-ordinated. This will require an Implementation Council which would be charged with the responsibility of ensuring that the programme of change goes forward without hitch or delay, would oversee the work of the various committees appointed, and would arrange that all matters requiring the Minister's decision were brought to his attention. From its knowledge of the volume and complexity of the work which will be required to implement its recommendations, the Committee believes that the full-time services of a well-qualified and experienced official will be required. Accordingly the following recommendations are presented.

28. That a representative Implementation Council be appointed to facilitate and expedite the implementation of the recommendations.
29. That a well-qualified and experienced official be appointed as the full-time Executive Officer of the Implementation Council.

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Working under the direction of the Implementation Council, and responsible through it to the Minister, would be several committees, each of which would give detailed study to a particular aspect of the problem. This structural organization would include four main groups of committees, responsible respectively for dealing with the many curriculum activities involved, the relationship of the schools and the universities, the impact of the Matriculation Year upon the schools, and the proposal for community colleges.

The Committee presents the following recommendations.

30. That because of the urgency of the situation, the Minister appoint immediately a representative committee in each of English, History, Mathematics, Physics, Chemistry, Botany, Zoology, Modern Languages, Classics, Music, Art, and Commercial Subjects, with instructions to submit direct to him not later than August 31, 1964,
 - (a) lists of the topics to be deleted from the Grade 13 courses for the purpose of the Departmental examinations of 1965 and 1966; and
 - (b) brochures indicating how teachers may make use of the three weeks of additional time that will be at their disposal, to enrich the courses.

This recommendation is self-explanatory; and is intended to suggest the

means by which Recommendations Nos. 1 and 2 can be implemented without delay.

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31. That the Minister appoint a representative committee to study the implications of the recommendation regarding general and advanced levels of courses and to report to the Implementation Council not later than November 1, 1964.

This Committee would be concerned with such topics as (a) the broad objectives of general and advanced level study; (b) the appropriateness of offering instruction at both general and advanced levels in each subject; (c) the relative merits for each subject of having (i) a plan in which the general level is a core, with advanced level going beyond, and (ii) a plan involving two different courses; and (d) the approximate amount of time per week which should be devoted to general and advanced levels in the various subjects.

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32. That upon the basis of the report referred to in Recommendation No. 31, the Minister appoint representative committees to organize the content of the general and advanced level courses in the various subjects, this work to be completed, at least in experimental form, by December 1, 1965.

This recommendation provides implementation for Recommendation No. 15.

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33. That the Minister ask the universities to give consideration to a reduction in the number of Grade 13 subjects required for admission in September, 1966, without reference to general and advanced levels of instruction.

This recommendation, complementary to Recommendation No. 16, seeks to provide for the Grade 13 students of 1965-66 some of the advantages which will undoubtedly accrue to Matriculation Year students of 1966-67 and subsequent years.

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34. That the Minister ask the universities to base their admission requirements for September 1967 on the general and advanced levels of instruction.

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35. That the Minister appoint a representative committee to study and report upon the impact of the Matriculation Year upon the schools.

This Committee would deal with such topics as (a) the administrative changes that would be necessary to make the Matriculation Year a more desirable type of year and one that would be quite different from the present Grade 13; (b) the problems of timetabling for fewer subjects and for general and advanced levels of instruction in the case of each student; and (c) the desirability of retaining the Matriculation Year in the secondary school with the other grades or of establishing it in a separate building.

36. That the Minister request the universities to assist in the appointment of a representative committee to study and report upon means by which liaison between the schools and the universities may be strengthened and extended.

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37. That the Minister appoint a representative committee to study and report upon the Committee's proposal that community colleges be established.

The Committee has throughout the Report emphasized its opinion that the community college is a necessary addition to the Ontario educational system. Admittedly the proposal raises a number of problems which will require intensive investigation. The Committee believes that a study of its proposals would include topics such as, (a) the needs of the groups of people who are not provided for in the present post-secondary education; (b) the nature and specific functions of community colleges, which would provide suitable post-secondary education other than that given by the universities and other institutions of higher learning; and (c) the desirable policy with respect to control and financing.

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The Committee believes that implementation of the recommendations in this Chapter will enable us to enter the 1970's prepared much better than we would otherwise have been to meet their challenge.

CONCLUSION

The urgency of the problems involved and the Minister's desire for early report and recommendation have influenced the nature of the Committee's study and of its Report. The members decided that they could best serve the interests of education in Ontario by completing their task with all possible speed, consistent with the exercise of sound judgment.

Consequently, while the Report indicates that consideration has been given to the whole field of education involved in the terms of reference, and while the recommendations lead by clearly-defined stages to the long-range solution, there are nevertheless a number of areas which have not been explored in depth. Some of these, most notably community colleges, have been specifically cited for further study; others, such as the impact of the proposals upon schools attended by French-speaking pupils, upon independent and private schools, upon private-study candidates, and upon the preparation of elementary school teachers, will require attention as studies continue.

In order to have the Report in the hands of the Minister during the month of June, 1964, the Committee has not taken the additional time which would be necessary to choose and insert appropriate supporting quotations from the briefs submitted, or indeed to prepare a list of those who have presented briefs and other documents. An annotated list is being prepared for later presentation and for the use of future study committees.

One final word. To implement the recommendations in the Report will require a gigantic effort by all parties concerned and not least by the people of Ontario, who will be the ultimate source of the funds required. The Committee, in making its recommendations, has not been unmindful of the financial implications, and in the case of the community colleges these are formidable. But the Committee is also aware that all parties concerned, including the general public, are anxious to do whatever is necessary to strengthen our educational system. The climate of opinion is favourable for a tremendous effort and there are special circumstances which suggest that now is the time to act.

At the heart of the whole enterprise is the matter of curriculum revision. It is thus a happy coincidence that in addition to the resources of the Department of Education itself, there is now the Ontario Curriculum Institute, which is well established and in a position to play a significant role in the work that must be done. In addition there are many educational organizations which carry on study and research: the Ontario Teachers' Federation, the Ontario School Trustees' Council, the Association of Directors of Education, the Association of Secondary School Superintendents, the Secondary School Headmasters' Association, the Ontario Educational Research Council, the Department of Educational Research of the Ontario College of Education, the Committee of the Presidents of the Ontario Universities, among others, all of which will undoubtedly contribute much to further studies.

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The members of the Committee believe that their work has been worthwhile and that this should be the last in the series of Grade 13 studies. What is needed now is a vigorous, co-operative drive forward from the present position to the recommended ideal solution.

